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**Coordination, programme and other questions: Ad hoc advisory groups on African countries emerging from conflict**

## Assessment of the ad hoc advisory groups of the Economic and Social Council on African countries emerging from conflict

### Report of the Secretary-General**

*Summary*

In its resolution 2002/1 of 15 July 2002, the Economic and Social Council created a framework for advisory group(s) on African countries emerging from conflict. Thus far, the Council has set up two ad hoc advisory groups, on Guinea-Bissau and on Burundi. The present report is submitted pursuant to Economic and Social Council resolution 2003/50 of 24 July 2003, in which the Council decided to undertake an assessment of lessons learned from these groups and requested the Secretary-General to provide a report on this matter.

The report highlights the positive role played by the groups in the post conflict reconstruction efforts of the countries concerned, by mobilizing donor support while encouraging the national authorities to establish a conducive environment for increased assistance. To these ends, a partnership approach between the national authorities and international stakeholders was fostered. The report also stresses the enhanced coordination that the groups have promoted, in particular between the United Nations and the Bretton Woods institutions and, at the intergovernmental level, between the Security Council and the Economic and Social Council, which has

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* E/2004/100 and Corr.2.

** The report is submitted late in order to reflect the deliberations of the Council's meeting on the assessment of the ad hoc advisory groups, held in May 2004.

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served to advance a holistic approach that addresses both security and economic issues in the transition and recovery phase. Areas for improvement in the work of the groups are also identified throughout the document.

In its concluding section, the report includes recommendations for the future consideration by the Council of the situation in African post-conflict countries.

# I. Introduction

1. The General Assembly, in its resolution 55/217 on causes of conflict and the promotion of durable peace and sustainable development in Africa, requested the Economic and Social Council to consider creating an ad hoc advisory group on African countries emerging from conflict with a view to assessing their needs and elaborating a long-term programme of support that begins with the integration of relief into development. The Security Council, in the presidential statement of 24 September 1998 (S/PRST/1998/29) issued at the end of a ministerial meeting on the situation in Africa, and in its resolution 1170 (1998), also called on the Economic and Social Council to consider the issue. It reaffirmed the importance of interaction with the Economic and Social Council in this regard in a presidential statement of 31 January 2002 (S/PRST/2002/2).

2. In its Ministerial Declaration, adopted in July 2001, on the role of the United Nations in support of the efforts of African countries to achieve sustainable development, the Economic and Social Council emphasized the importance of efforts for integrating peace and development. In response to a request by the Council, the Secretary-General submitted a report on the establishment of an ad hoc advisory group on African countries emerging from conflict (E/2002/12), with proposals on its mandate and modalities of work.

3. In its resolution 2002/1 of 15 July 2002, the Economic and Social Council created a framework for advisory group(s) on African countries emerging from conflict. The mandate of the group(s) is to examine the humanitarian and economic needs of the country in question, review relevant assistance programmes, prepare recommendations for a long-term programme of support based on development priorities, through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability, and provide advice on how to ensure that the assistance of the international community to the country in question is adequate, coherent, well coordinated and effective and promotes synergy.

4. Thus far, the Economic and Social Council has created two ad hoc advisory groups, at the request of the countries' authorities. In its decision 2002/304 of 25 October 2002, the Council established the Ad Hoc Advisory Group on Guinea-Bissau, while the Ad Hoc Advisory Group on Burundi was created pursuant to its resolution 2003/16 of 21 July 2003. The annex to the present report provides information on the composition of the groups and an overview of their activities.

5. The present report is submitted pursuant to Economic and Social Council resolution 2003/50 of 24 July 2003, in which the Council reiterated the need to undertake an assessment of lessons learned based on the initial experience of such ad hoc advisory groups, no later than at its substantive session of 2004, stressed the need to assess also progress made in the implementation of recommendations made by the Ad Hoc Advisory Groups and requested the Secretary-General to provide a report on that subject to its substantive session in 2004.

6. On 3 May 2004, the Council held an informal meeting to assess the work of the Ad Hoc Groups and to start preparing for the substantive session of the Council. The event, which was attended by the Minister of Planning of Burundi, the Chairman of and members of the two Ad Hoc Advisory Groups, ambassadors, the Deputy Special Representative of the Secretary-General for Burundi, the United

Nations Resident Coordinator in Guinea-Bissau, the Special Adviser on Africa, senior officials of the United Nations Development Programme (UNDP) and of the Departments of Economic and Social Affairs and of Political Affairs of the United Nations Secretariat, and field representatives of the World Bank and the International Monetary Fund (IMF), generated a lively and open discussion on all aspects of the work of the advisory groups. The exchange of views among all the participants revealed a broad agreement that the overall experience had been positive. The discussions also helped identify lessons learned and a number of suggestions and ideas were put forward for future action in this field. The discussions held at that meeting have been taken into account in the preparation of the present report.

7. The report is structured around the mandate of the Groups so as to focus the assessment on their performance in relation to the functions entrusted to them by the Council.

## II. The composition of the Groups

8. The two Ad Hoc Advisory Groups have been recognized as an innovative mechanism in many respects, including their composition. Both Groups were created at the request of the authorities of the countries in question, who demonstrated strong willingness to re-engage the international community in support of their reconstruction efforts. The Permanent Representatives of Guinea-Bissau and Burundi have been members of the respective Group, which has ensured a high level of ownership of the process by the countries themselves.

9. Both Groups have been led by an official from an African country (the Permanent Representative of South Africa) and included both Africans and major donors as members, a combination that enables cross-fertilization of knowledge on donor practices and regional issues. In both cases, interlocutors of the Groups could see that they included major key political players for Guinea-Bissau and Burundi. The participation of the President of the Economic and Social Council and of the Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa added to the high political profile of the Groups. In the case of Guinea-Bissau, the Chairman of the Group of Friends also took part in the work of the Group.

10. The framework for the composition of the Groups, as decided by the Economic and Social Council in its resolution 2002/12, which provided for the Groups to be small but balanced and representative, has proved successful and has worked well in practice. Members of the groups have all taken part in this work in an outstanding, dedicated manner, devoting a great deal of time and energy to achieve constructive outcomes. The leadership role played by Ambassador Dumisani Kumalo, the Chairman of both Groups, has, in particular, greatly contributed to the thoroughness, balance and effectiveness of the exercises and to their coherence with major regional efforts such as the strengthening of the African Union and the New Partnership for Africa's Development (NEPAD).

## III. The review processes carried out by the groups

11. The two Ad Hoc Advisory Groups were mandated inter alia to assess the economic and humanitarian needs of the countries concerned and to review relevant programmes of support. To achieve these goals, the Groups visited the countries and undertook broad consultations with the national authorities and their development partners. In both cases, the first phase of consultations was held in New York with representatives of the United Nations Secretariat, UNDP and other funds and programmes, and concerned agencies, in particular with the Bretton Woods institutions with which the Guinea-Bissau Group also met in Washington. The second phase of consultations was held at the country level and included national authorities, political parties, civil society organizations, the media, United Nations agencies and other organizations active on the ground, as well as the donor community. This two-tier process has made possible a coherent and methodical approach to assessing the situations under consideration, with a broad "learning" process followed by a practical exposure to the realities on the ground.

12. The time frame for the Groups to provide their recommendations to the Economic and Social Council was relatively short, namely three to four months. In view of the multitude of actors that the groups had to meet and the time required to undertake field missions and formulate a report to the Council, time was not sufficient to carry out in-depth and detailed reviews of the needs of the countries and of the assistance they receive. As a result, the reports submitted to the Council include an overview of the situation as observed and analysed by the Groups, followed by policy recommendations with varying degrees of specificity. The reports are comprehensive in terms of the range of issues covered, but are succinct and are not meant to be an exhaustive and in-depth review of the situation in the respective countries.

13. One of the most innovative and significant features of these review processes was that the Groups have sought to look in a holistic way at both political factors and socio-economic ones. By focusing on the interrelationships between them and soliciting the views thereon of a wide range of development actors, the Groups were able to foster a comprehensive and integrated approach to peace, stability, recovery and long-term development. For all these reasons, the process has been perceived by the countries concerned and their development partners as open, transparent and participatory, leading to balanced and meaningful results.

## IV. The ad hoc advisory groups as advocates for long-term international support to Guinea-Bissau and Burundi

14. The Groups were mandated to prepare recommendations for a long-term programme of support, based on development priorities, through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability. The recommendations made by the Ad Hoc Advisory Groups to the Council in their reports (E/2003/8 and E/2004/11) are specific to the problems and challenges facing the countries in question, and avoid reproducing identical or standard analysis.

15. The Ad Hoc Advisory Group on Guinea-Bissau made short- and long-term recommendations. Under the short-term ones, it recommended a partnership

approach between the authorities of Guinea-Bissau and the international community whereby the authorities would work on the promotion of the rule of law and political stability, while international development partners would provide emergency financial support and technical assistance in various fields. Under the long-term recommendations, it identified measures to be taken by the authorities and development partners to engage the country in economic growth and sustainable development. The Ad Hoc Advisory Group on Burundi, for its part, made recommendations for consideration by the Council on (i) maintaining the momentum and consolidating the peace process, (ii) promoting stability, (iii) engaging in poverty alleviation and sustainable development and (iv) reinforcing international partnership.

16. These recommendations were welcomed by the Council (see resolutions 2003/1 and 2004/1). The Council specifically endorsed the partnership approach set out for Guinea-Bissau. There was, however, no in-depth discussion of the report of the Ad Hoc Advisory Group on Burundi by the Council earlier this year, a gap that could be compensated for by a future debate within the Council on international support to Burundi, for example after general elections are held in the country later this year.

**Fostering international partnerships**

17. The groups have advocated enhanced relationships between the countries concerned and the international community through a partnership approach, aimed firstly at establishing a clear and mutually agreed understanding of the problem and secondly at setting out concrete steps towards a solution. This approach led to specific recommendations being addressed to both national authorities and international partners, specifying in an objective manner their respective responsibilities.

18. In the case of Guinea-Bissau, the partnership approach materialized with the creation of the Economic Emergency Management Fund, pursuant to a recommendation of the Group in its initial report to the Council. The Fund, which is managed by UNDP, received financial contributions from some donors in early 2004 and is being used to enable the Government to resume the provision of social services and key public administration activities. The Fund is not geared to addressing the long-term development priorities, but is designed to provide relief of a transitional nature, thus enabling the country to contain potentially volatile social tensions during the transition process.

19. It is widely recognized that the Group has been instrumental in assembling a coalition of partners in support of Guinea-Bissau and in keeping it mobilized, a value added for other international mechanisms. The group issued two statements at key moments of the political life of the country, calling on donors to extend emergency assistance.

20. The Burundi Group has emphasized the many interlinked challenges that the country needs to confront, including consolidating the peace process, in order to improve its socio-economic situation. The Group's recommendations in the four areas outlined in paragraph 15 above do not make a strict distinction between the short, medium and long term. As State institutions have continued to function adequately, in spite of 10 years of war, the Group's advocacy of support to the country, including direct budgetary support, did not include the establishment of a

specific mechanism to channel international assistance. The participation of several of the Group's members in the Forum of Development Partners for Burundi, held in Brussels in January 2004, testifies to the Group's value as an interlocutor and an advocate vis-à-vis the donor community, a role that was especially praised by the Minister of Planning, Reconstruction and Development of Burundi, who attended recent meetings of the Economic and Social Council.

21. One of the lessons learned from this process is the importance of the earliest possible consultation with donors, in advance of donor meetings, in order to maximize impact on the commitments made.

## The integration of relief, rehabilitation, reconstruction and development, through a comprehensive approach to peace and stability

22. This issue was an integral part of the mandate of the Groups and was carefully pursued in both cases. The Guinea-Bissau Group stated in its initial report that "it was important to think outside the framework of classic models and solutions, bearing in mind that short-term support can be used to leverage longer-term change". Through, among other things, its advocacy role for the establishment of the Emergency Economic Management Fund, the Group focused on short- and medium-term assistance while linking it to long-term objectives, within the framework of the normalization of the country's political situation and, concomitantly, of its relations with partners.

23. The Burundi Group has called for greater support for the work of the humanitarian community, including through financial contributions to the United Nations Consolidated Appeals Process, and has recognized the need to build, through humanitarian assistance, the basis for long-term sustainable development. It also pointed to the gap between relief and development it observed in the country, as in other post-conflict situations, and encouraged United Nations organizations to act to address it and to engage in longer-term rehabilitation of communities. Beyond these appeals, the report of the Group does not provide operational recommendations or strategic advice on how to make the transition from one phase to the other. Although the Groups' value added resides principally in their advocacy role, their relevance would have been further enhanced by more detailed consideration of practical transition issues.

24. Transition from humanitarian assistance to development support, which was addressed by the Council in its agreed conclusions 1998/1, continues to be an important and topical issue. The work of these Ad Hoc Advisory Groups should be viewed as an integral part of the follow-up to those agreed conclusions. Other relevant initiatives are under way. The Council, at its substantive session of 2004, will hold an informal meeting on the margins of the operational activities and humanitarian segments to bring together stakeholders from the humanitarian and development spheres to discuss transition issues. The United Nations Development Group and the Executive Committee on Humanitarian Affairs have created a joint working group on transition issues which recently issued a report. It would be useful to link these initiatives and build upon them. The Council and its Ad Hoc Advisory Groups might wish to pursue this matter.

25. Beyond transition issues, the Groups, in accordance with their mandate, have served to advance a comprehensive approach to peace and development by making it clear that the traditional division between "security" or "political" issues on the one hand and "economic" and "development" issues on the other is both intellectually and empirically unsustainable. Considering the magnitude and depth of the problems in countries emerging from conflict, there is a need for a political framework under which development partners can plan their long-term involvement. Many partners of Guinea-Bissau and Burundi have praised the Groups for providing such a political framework. At the same time, the Groups have highlighted that there is more to post-conflict peace-building than holding elections and promoting political reconciliation, and have called for concrete development assistance to sustain peace in these countries.

26. Demobilization, disarmament, reinstallation and reinsertion programmes are at the crossroads of the search for peace and the need to give development opportunities to people. Although the matter was considered by the Groups and discussed with many actors involved in the field, more specific recommendations on the handling of these processes and the support they require would have further strengthened the Groups' contribution.

27. The advocacy role successfully played by the Groups for a comprehensive approach to peace and development for Guinea-Bissau and Burundi put some light on the work of international organizations in these two countries and increased the visibility of their efforts. This has been made possible by the Groups' determination to engage in an open dialogue with a wide range of the countries' partners and to contribute to a coherent approach to these post-conflict situations.

## V. The role of the Ad Hoc Advisory Groups in bringing coherence and coordination to international support to Guinea-Bissau and Burundi

28. The Ad Hoc Advisory Groups are mandated to provide advice on how to ensure that the assistance of the international community in supporting the countries in question is adequate, coherent, well coordinated and effective and promotes synergy. In a relatively short period, the Groups succeeded in making a distinct contribution to promoting effective coordination of international assistance to Guinea-Bissau and Burundi at various levels.

### Coordination within the United Nations system

29. The Groups received extensive inter-agency support and were in turn instrumental in fostering a coordinated approach to the situation in Guinea-Bissau and Burundi within the United Nations system as a whole. The Department of Economic and Social Affairs provides substantive and technical secretariat services to the Groups, which also receive support from the Department of Political Affairs and the United Nations political offices in the field, namely the United Nations Operation in Burundi and the United Nations Peace-building Support Office in Guinea-Bissau, the Office of the Special Adviser on Africa and, in the case of Burundi, the Office for the Coordination of Humanitarian Affairs. In addition, the Groups received excellent support and maintained fruitful relationships with UNDP both at headquarters and in the field, as well as with other funds and programmes,

the World Bank, IMF and specialized agencies of the United Nations system, including through their country representatives. For example, a thematic briefing on food security in Burundi was organized for the group by the Food and Agriculture Organization of the United Nations (FAO), the World Food Programme (WFP) and the International Fund for Agricultural Development (IFAD). The groups also integrated in their analysis and advocacy work the outcomes of relevant major international conferences and summits, in particular the Brussels Programme of Action for the Least Developed Countries for the Decade 2001-2010 and the Millenium Declaration.

30. The Ad Hoc Advisory Groups relied on all these entities to obtain a clear picture of the situation in the two countries, formulate policy recommendations, propose support mechanisms and follow them up. The Economic and Social Council, as an open forum involving all United Nations agencies, is in a unique position to rally such coordinated support. The Groups, as Economic and Social Council bodies, have benefited from this comparative advantage that the Council possesses within the intergovernmental machinery. In turn, this process has served to sensitize the United Nations system to the need for greater coherence in its work. Although the recommendations made by the Groups are not operational in nature and do not go into the details of assistance delivery, they review existing mechanisms and arrangements and point the way for stronger coordination among United Nations bodies. For example, the Groups have reviewed the common country assessment (CCA)/United Nations Development Assistance Framework (UNDAF) process and stressed the need for coordination to focus not only on information-sharing but also on the development of common strategies and planning. The need for collaboration between country teams and political offices has also been underlined, in order to implement activities that stabilize the country and build peace in a more effective and coherent manner.

**Collaboration between the United Nations and the Bretton Woods institutions**

31. A clear achievement of the Ad Hoc Advisory Groups has been their contribution to further reinforcing collaboration between the United Nations and the Bretton Woods institutions in relation to these two post-conflict countries. A representative of the World Bank stated at the recent informal meeting on the assessment of the Groups, "the Economic and Social Council Group on Burundi has managed to create a true dynamic among the key players", before calling for "an even closer partnership between the Economic and Social Council Group and the Bretton Woods institutions". The frequent interaction of the Guinea-Bissau Group with an officer with responsibility for Guinea-Bissau IMF also testifies to the mutually beneficial collaboration that has been established.

32. Collaboration between the United Nations and the Bretton Woods institutions is particularly important in post-conflict situations. Assistance efforts are often centred on economic programmes supported under the IMF Poverty Reduction and Growth Facility (PRGF), to which key post-conflict programmes, such as the demobilization and reinsertion of combatants and the clearance of domestic financial arrears from the war period, are linked. However, a Poverty Reduction and Growth Facility arrangement requires strong macroeconomic and reform policies and may not be well suited for post-conflict countries, which need quick assistance. This is all the more problematic in that donors pay attention to disbursements by the Bretton Woods institutions before disbursing their own funds, which can lead to

situations in which a post-conflict country that proves unable to implement a programme satisfactorily — mainly because of persistent fiscal expenditure overruns — may have its post-conflict assistance strategy halted by donors.

33. Solutions must therefore be found to assist these countries engage in the post-conflict recovery phase. An example of a positive dynamic is the successful collaboration on the situation in Guinea-Bissau, where IMF provides assistance by updating the cash-flow plan and setting up a monitoring and reporting system for the UNDP-managed Emergency Economic Management Fund. This well-coordinated and structured programme of assistance was advocated by UNDP and IMF on the technical side and by the Economic and Social Council ad hoc advisory group on the political side. The Group also facilitated a more flexible application of criteria by IMF to the situation in Guinea-Bissau. More recently, the World Bank has announced assistance to Guinea-Bissau through Emergency Rehabilitation and Recovery Credit.

34. In Burundi, important areas of convergence with the Bretton Woods institutions were also evident. The World Bank has provided continued support to Burundi throughout the years of conflict and IMF, which stressed to the Group that improvements had been made in terms of public expenditure management, approved drawings in post-conflict emergency assistance followed by a three-year agreement under the Poverty Reduction and Growth Facility. The Group, for its part, has encouraged the Government to prepare a poverty reduction strategy paper (PRSP) and called on donors to make contributions to the multi-year debt trust fund established by the World Bank for Burundi. It also encouraged the Bretton Woods institutions to continue to provide support to the country and has closely followed developments in this regard.

**Increased interaction between the Security Council and the Economic and Social Council**

35. The Ad Hoc Advisory Groups have also contributed to enhanced coordination and synergies within the intergovernmental process itself. The situation in Burundi and in Guinea-Bissau was on the agenda of the Security Council when the Groups were created. This provided an opportunity for the two Councils to interact on a common area of concern within their respective spheres of competence and to address the socio-economic and the political sides of post-conflict recovery in a coherent way. As Ambassador Munir Akram, the President of the Security Council in May 2004, said at the informal meeting of the Economic and Social Council held on 3 May to assess the work of the Groups, the actions of the two Councils in post-conflict situations in Africa, consistent with their respective responsibilities under the Charter of the United Nations, are complementary and mutually reinforcing.

36. The fruitful collaboration between the two Councils was facilitated by the participation of the Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa in the work of the Ad Hoc Advisory Groups. The Security Council Working Group invited the Economic and Social Council Groups to attend meetings and share views on the situation in the two countries.

37. The most visible form of this interaction has been the joint Economic and Social Council-Security Council mission to Guinea-Bissau in June 2003, which is to be replicated in late June 2004. In addition, the President of the Economic and

Social Council bas been invited to address the Security Council on the situation in Guinea-Bissau and Burundi and on various thematic issues. The Presidential statements and statements to the press of the Security Council on these two countries make references to the work of the Ad Hoc Advisory Groups.

**Collaboration with regional organizations**

38. Regional organizations play an important role in the stabilization of countries emerging from conflicts. In Guinea-Bissau, the Economic Community of West African States (ECOWAS) and the Community of Portuguese-Speaking Countries (CPLP) played a critical role in the transition process, while the African Union and the Regional Initiative for Burundi are key players in the stabilization of the situation in Burundi. The active role of these regional organizations testifies to their willingness to take the lead in supporting post-conflict countries in their sensitive transition period and is closely linked to NEPAD.

39. The Groups interacted with regional organizations either directly (as in the case of the African Mission in Burundi) or indirectly, such as through members of the groups which are also members of these regional organizations (e.g. Brazil, which chairs CPLP). However, owing to time and travel limitations, the Ad Hoc Advisory Groups did not engage in a systematic exchange of views with regional organizations. More systematic consultations with regional organizations, including regional financial institutions such as the African Development Bank and the Central Bank of West African States, would have further enhanced the Groups' contribution.

## VI. Implementation of the Ad Hoc Advisory Groups' recommendations

40. In its resolution 2003/50, the Council requested that the report to be submitted on the assessment of the work of the groups also cover progress made in the implementation of their recommendations. As has been indicated in the previous sections of this report, many of the Groups' recommendations have been implemented. Concerning their recommendations for the long-term international support of Guinea-Bissau and Burundi, section V above highlights the achievements of the Groups and the relevance of the guidance they provided. In addition, the Ad Hoc Advisory Groups will present updated information on their activities, including the follow-up to their recommendations, during the Council's general segment. The current section will therefore be limited to a few additional comments.

41. As analysed above, the partnership approach advocated by the Group for Guinea-Bissau in its short-term recommendations has largely been implemented and has led to positive results. The holding of legislative elections and the formation of a new Government this year are major steps towards renewed donor assistance. However, the Economic Emergency Management Fund has received contributions amounting to just over $4 million of the overall target of $18.3 million — a shortfall that needs to be urgently made up. The presidential elections, to be held in March 2005, will be an important event which should further normalize the relationship of the country with the donor community. The Council will be in a better position to assess the long-term recommendations of the Group when renewed broad support is provided to the country.

42. As the report of the Ad Hoc Advisory Group on Burundi was finalized early this year, it is still too soon to assess the implementation of its recommendations. However, progress has been made on the various issues addressed by the Group, including the peace process and stability, as exemplified by the deployment of a United Nations peacekeeping operation. As for the international partnerships promoted by the Group, the Minister of Planning, Reconstruction and Development of Burundi stressed, at the Council's meeting on 3 May, that the level of tangible support to Burundi remains below the Government's expectations and the commitments made at the Forum of Development Partners for Burundi in Brussels.

43. Common to the two processes are the difficulties faced by the countries' authorities in attracting a level of financial support commensurate with their needs. Although the Ad Hoc Advisory Groups have been successful in mobilizing support, they remain a diplomatic rather than a resource mobilization mechanism and are clearly limited in terms of securing financial assistance.

## VII. Conclusions and recommendations

**44. The Ad Hoc Advisory Groups have proved to be innovative, non-bureaucratic and flexible mechanisms in bringing the attention of the international community to the necessity of supporting the transition from conflict to peace and development in two African countries emerging from conflicts. However, having fulfilled the core of the mandate, which is to identify short- and long-term recommendations for further support, the Groups find themselves having to spend a considerable amount of time on advocacy to ensure that the recommendations are being implemented and that adequate and coordinated assistance is provided to the two countries. The Groups have also been effective in giving concrete shape to the comprehensive approach to peace and stability that the United Nations has been calling for and have fostered genuine collaboration among various international stakeholders who have traditionally worked in a very fragmented manner. For these reasons, the Ad Hoc Advisory Groups have fulfilled the tasks entrusted to them by the Council in a satisfactory manner and are an example of how the intergovernmental machinery can enhance its impact in relation to post-conflict countries.**

**45. A common feature of the situation in Guinea-Bissau and Burundi is the fact that they are not in the forefront of international assistance and therefore need an advocate. The ad hoc advisory groups have been useful in this context. The Council might wish to build on their experiences in its response to requests for the creation of new groups.**

**46. This report has highlighted the successes achieved and has presented areas for possible improvement which might be taken into account in considering future groups and in the completion of the work of the existing ones. At present, the mandate of the Guinea-Bissau Group has been extended until the current session of the Council, while the mandate of the Burundi Group has still to be completed.**

**47. Some countries have expressed concern that the groups should not become standing, rather than ad hoc, bodies. Clearly, these groups should not be seen as continuing mechanisms and must conclude their mandate within a**

**reasonable time. The Council will need to take the necessary decisions, taking into account all aspects of the situation in each case.**

48. **The United Nations Secretariat, particularly the Department of Economic and Social Affairs, has provided substantive secretariat support to the Groups and has sought to cover some of the operating costs, including travel of the Groups' members to Guinea-Bissau and Burundi, on an ad hoc basis, requiring special efforts to identify from various sources the necessary resources for that purpose. In view of the difficulties encountered in securing appropriate resources for the functioning of these Groups, the Council will also need to address this issue in the context of its overall assessment of this process.**

49. **The experience of the ad hoc advisory groups on African countries emerging from conflicts should be taken into account in the broader context of ongoing discussions within the United Nations on promoting coherent international responses to countries in crisis. The lessons drawn from experiences such as those of the ad hoc advisory groups should also be borne in mind in the broader debate on institutional reform of the United Nations system.**

# Annex

## Overview of the activities carried out by the ad hoc advisory groups on Guinea-Bissau and Burundi

### A. Activities of the Ad Hoc Advisory Group on Guinea-Bissau

- In decision 2002/304 of 25 October 2002, the Council established the Ad Hoc Advisory Group on Guinea-Bissau. The Group is composed of the Permanent Representatives of South Africa (Chairman), Brazil, Guinea-Bissau, the Netherlands and Portugal. The President of the Economic and Social Council, the Chairman of the Group of Friends of Guinea-Bissau and the Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa, also take part in its work.

- Following a series of consultations with national stakeholders and development partners of Guinea-Bissau in New York and Washington, and a visit to the country in November 2002, the Ad Hoc Advisory Group submitted its first report to the Council on 10 January 2003 (E/2003/8). In that report, the Group recommended a partnership approach between the authorities of Guinea-Bissau and the international community, under which the authorities would work on the promotion of the rule of law and political stability, while international development partners would provide emergency financial support and technical assistance in various fields. The Group recommended the establishment of an emergency economic management fund, to be managed by UNDP, to channel international assistance. It also made recommendations for the long-term development of the country.

- On 28 January 2003, the Group organized a meeting between the Minister for Foreign Affairs and the Minister of Economy and Finance with donors and the Bretton Woods institutions which focused on the establishment of the partnership approach between the Government and the donors. This approach was endorsed by the Economic and Social Council in resolution 2003/1 of 31 January 2003 and was subsequently advocated by the Group.

- From 26 to 28 June 2003, the Advisory Group undertook a mission to Guinea-Bissau, jointly with the Security Council. The objectives of the Group were to promote dialogue with the authorities of Guinea-Bissau, to appeal to the Government to take measures to prepare for the forthcoming elections, to promote better understanding between the authorities and donors and to address the humanitarian situation in the country.[a]

- In September 2003, President Kumba Yala resigned from office and a broad political agreement on a transition process was signed. Immediately after these events, the Ad Hoc Advisory Group issued a statement in which it called on donors to consider extending emergency assistance to Guinea-Bissau to enable it to return to democratic rule and to address the deteriorating socio-economic situation.

- On 17 November 2003, the Group hosted an informal dialogue between the Transitional President of Guinea-Bissau, the Minister for Foreign Affairs,

[a] Further information is included in a supplementary report submitted by the Group to the Council at its substantive session of 2003 (E/2003/95, annex).

United Nations entities, the Bretton Woods institutions and major donors, in order to discuss ways of providing emergency support to the Transitional Government.

- The last report of the Group to the Economic and Social Council (E/2004/10 of 6 February 2004) describes recent developments in further detail and provides an account of international donor support to Guinea-Bissau. The report includes information on the UNDP-managed Emergency Economic Management Fund, the establishment of which was recommended in the Group's initial report. This fund now channels important financial assistance from donors. The report also stresses that the Emergency Economic Management Plan and the budget for 2004 drawn up by the Government with support from the Bretton Woods institutions, the African Development Bank and UNDP, have been elaborated with explicit reference to the partnership approach proposed by the Group.

- On 6 April 2004, the Group issued a statement in which it congratulated the people of Guinea-Bissau on the successful legislative elections held on 28 March and called for broad donor support to Guinea-Bissau, including through contributions to the Emergency Economic Management Fund managed by UNDP, in order to respond to the pressing needs of the population.

- Through the Advisory Group, the working relationship between the Economic and Social Council and the Security Council has increased. On 4 August and 19 December 2003, the President of the Security Council issued press statements which commended the Group for its role in the follow-up provided to the situation in Guinea-Bissau. On 18 November 2003, the President of the Economic and Social Council and the Chairman of the Ad Hoc Advisory Group were invited to address the Security Council at a private meeting on the situation in Guinea-Bissau and to present the work carried out by those bodies on development support to the country.

- Reference documents: reports of the Ad Hoc Advisory Group on Guinea-Bissau to the Economic and Social Council: E/2003/8, E/2003/95 and E/2004/10; resolutions and decisions: Council decision 2002/304 of 25 October 2002, and Council resolutions 2003/1 of 31 January 2003, 2003/53 of 24 July 2003 and 2004/1 of 3 May 2004.

## B. Activities of the Ad Hoc Advisory Group on Burundi

- In its resolution 2003/16 of 22 July 2003, the Council decided to establish the Ad Hoc Advisory Group on Burundi. In accordance with Council decision 2003/311 of 22 August 2003, the Group is composed of the Permanent Representatives to the United Nations of South Africa (Chairman), Belgium, Burundi, Ethiopia, France and Japan. The President of the Council and the Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa also take part in the work of the Advisory Group.

- The Group held a series of briefing sessions and meetings in New York with major United Nations and international interlocutors, including the Bretton Woods institutions, to discuss development support for Burundi. The Group

also met the President of Burundi, Mr. Domitien Ndayizeye, in September 2003.

- The Group undertook a mission to Burundi from 19 to 26 November 2003, during which it met with government authorities, major socio-economic actors, United Nations entities active on the ground, the diplomatic community and other development partners.

- The President of the Economic and Social Council was invited to address the Security Council at a meeting on the situation in Burundi held on 4 December 2003. The Security Council also welcomed the work of the Group in a presidential statement of 22 December 2003 (S/PRST/2003/30).

- The Group was represented at the Forum of Development Partners of Burundi, held in Brussels on 13 and 14 January 2004. Participants in the Forum pledged US$ 1.032 billion of assistance to Burundi.

- On 11 February 2004, the Ad Hoc Advisory Group on Burundi submitted its report to the Council (E/2004/11). In this report, the Group underlines the various and interlinked challenges that the country is confronted with in embarking on the road from relief to development. It expresses its encouragement of the efforts made by Burundi to cope with these challenges and stresses that, in view of the considerable humanitarian, economic and social needs of the country, a strong partnership with the international community is required for these efforts to provide results. The Group makes recommendations for consideration by the Council on the following themes: (i) maintaining the momentum and consolidating the peace process, (ii) promoting stability, (iii) engaging in poverty alleviation and sustainable development and (iv) reinforcing international partnership.

- On 3 May 2004, the Council adopted resolution 2004/1, in which it took note with appreciation of the report of the group and welcomed its recommendations.

- Reference documents: Economic and Social Council resolution 2003/16 of 21 July 2003 and decision 2003/311 of 22 August 2003; report of the Ad Hoc Advisory Group on Burundi of 11 February 2004: E/2004/11; Council resolution 2004/2 of 3 May 2004.